



REVIEW OF LEVEL 3 SKILLS IN THE SOUTH WEST

LEARNING THEME SUMMARY REPORT

PRODUCED BY SLIM
ON BEHALF OF THE
SOUTH WEST REGIONAL SKILLS PARTNERSHIP

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SKILLS AND LEARNING INTELLIGENCE MODULE

1. INTRODUCTION

The Skills White Paper, *Skills: Getting on in Business, Getting on at Work 2005*, asked Regional Skills Partnerships (RSP) to:

... assess how best to use existing public funding to meet Level 3 priorities in colleges and training providers and in the workplace. These will take account of both regional and sectoral needs.¹

The *Review of Level 3 Skills in the South West* has been prepared by SLIM on behalf of the South West Regional Skills Partnership (RSP) to enable them to meet this commitment and assess the nature and scale of Level 3 priorities in the region. This summary report contains the key issues and recommendations. The full report can be accessed on:

<http://www.swslim.org.uk/documents/themes/lt13-report.pdf>.

Level 3 skills² are seen as critical in terms of future prosperity, yet it is also an area where the UK lags behind its economic competitors and where employers report skills gaps. A major challenge for the UK, in relation to its competitors, is that most people qualified to Level 3 gain these qualifications by the time they are 19; there is very little Level 3 achievement beyond that age.

The stated aim of government policy is to create a highly skilled workforce. There is broad agreement amongst policy-makers and governments that skills, knowledge and learning have a critical role to play in securing national economic prosperity. Underlying this is a belief that in a world of intensifying competition with rapidly changing technologies, entry to high value added markets is dependent upon a highly-skilled and educated workforce³.

Government has stated that one of its priorities is to put a stronger emphasis on progression to, and investment in, skills at Level 3 and above because that is where many of the national skills gaps lie.

The 2005 Skills White Paper stated:

We must substantially raise our ambition for the number of people who gain Level 3 skills and qualifications. By 2012, some two thirds of all jobs (both new and existing) are expected to require qualifications at Level 3 or higher. Some of our most pronounced skills gaps relative to France and Germany are in the crucial category of technician, advanced craft, skilled trade and associate professional skills requiring Level 3 qualifications. That is constraining growth in productivity. For many people, qualifications at Level 3 represent the way to a better standard of living through gaining highly marketable occupational skills. We will determine, in the light of the review by Lord Leitch, what ambition we should set for the future proportion of young people and adults achieving Level 3 qualifications⁴.

¹ Skills White Paper, *Skills: Getting on in Business, Getting on at Work*, March 2005, DfES, p19

² Two or more A' levels or equivalent; NVQ Level 3; BTEC National; Ordinary National Diploma (OND); Ordinary National Certificate (ONC); City and Guilds Advanced Craft; and 3 or more Scottish highers

³ G Hayward and S Sturdy, *Tuning up for training but who pays the piper?* SKOPE, Department of Educational Studies, University of Oxford. Issues Paper 7 December 2005

⁴ *Skills: Getting on in Business, Getting on at Work*, March 2005, DfES, p18

The *Leitch Report*⁵, recently published, has concluded that higher intermediate skills are increasingly critical to the success of business, with high private returns. Leitch recommends shifting the balance of intermediate skills to Level 3, more than doubling the rate of attainment of Level 3 skills by adults. He also estimates that additional annual investment in skills up to Level 3 will need to rise to around £1.5-£2 billion by 2020 if the UK is to achieve world class status at basic and intermediate levels.

Government has broadly welcomed the *Leitch Report* but its detailed response is awaited and will form part of the Comprehensive Spending Review (CSR) 2007.

1.1 Level 3: Definitions and Issues

Level 3 is defined as: “Two or more A’ levels or equivalent; NVQ Level 3; BTEC National; Ordinary National Diploma (OND); Ordinary National Certificate (ONC); City and Guilds Advanced Craft”⁶.

Level 3 is both a passport and an end in itself but is dominated, even perhaps distorted, by the huge and continuing presence of the A’ level. The National Qualifications Framework (NQF) ‘Level 3’ differs in interpretation between academic and vocational qualifications, of which the latter may be referred to as ‘intermediate qualifications’ - those associated with ‘craft or skilled trades’, ‘technicians’, ‘associate professionals’ or ‘apprenticeships’. Even more confusing, the skill sets required of those with Level 3 skills vary considerably across industry sectors, and do not lend themselves readily to harmonisation or consistency of attainment.

Significant issues in relation to Level 3 include:

- ❑ **Poor international performance** - At Level 3, the proportion of 19-21 year olds in the UK is much the same as in Germany, Singapore and the US and just slightly above that of France. However, after this age, qualifications in France and Germany increase substantially, leaving the UK behind. A major challenge for the UK is that most people qualified to Level 3 gain these qualifications by the time they are 19; there is very little Level 3 achievement beyond that age.
- ❑ **Academic/vocational divide** - whilst a number of awarding bodies offer qualifications that are respected, there is a vast and confusing array of qualifications, many with few clear progression routes between them. With the exception of Apprenticeships, nothing on offer in the vocational area has the clear appeal to young people, the public, employers and higher education (HE) of GCSEs and A’ levels⁷.
- ❑ **Progression to HE** - the *Nuffield Review*⁸, points to the fact that the academic/vocational divide at Level 3 both contributes to, and is reinforced by, progression opportunities into Higher Education (HE). Those with vocational qualifications at Level 3 are less likely to progress to HE than their counterparts with academic qualifications⁹ (DfES estimates suggest that at least 90% of students with A’ levels progress to HE, a proportion which has remained stable over time). Only 40-50% of those with vocational qualifications at Level 3 progress to HE. Increasing progression from vocational programmes requires significant knowledge development on the part of admissions staff and high-quality information and guidance for young people when they make their Level 3 choices.

⁵ Prosperity for all in the global economy: world class skills – Final Report, 2006

⁶ National Skills Task Force

⁷ 14-19 Education White Paper

⁸ *Nuffield Review of 14-19 Education and Training, Annual Report 2005-2006*, University of Oxford, 2006

⁹ Ibid

- ❑ **Completions and success rates** – are in need of significant improvement with respect to vocational Level 3. The *14-19 Education and Skills White Paper* concluded that there is scope for considerable improvement in success rates for NVQ and apprenticeship provision.
- ❑ **Skills Utilisation** - compared with other regions in England, the South West has a greater proportion of people who are employed at lower levels than they are qualified¹⁰. The fact that many people in the region with degrees are working at NVQ Level 3 and below is seen as underutilisation when viewed from a purely economic perspective.
- ❑ **Return on investment** - according to the Learning and Skills Council's latest *Skills in England 2006* report¹¹, individuals gaining additional skills and qualifications at Level 3 see a significant return on investment in terms of future earnings. In the case of Apprenticeships, there is a return of about 7%; this doubles if the apprenticeship is completed and a Level 3 vocational qualification is acquired. For women, however, there seems to be no gain in wages at all from completing an apprenticeship. Returns to those acquiring two or more A' levels is 17%.
- ❑ **Licence to operate** - one issue that is strongly connected with Level 3, particularly in relation to skilled trades professions, is that of a 'Licence to Operate'. In the interests of safety and service quality, there is a need for competency benchmarks, such as operator's licences and competency assessments, to be applied throughout the skilled trades sector.
- ❑ **Knowledge of Level 3** - good career choices require an understanding of training and progression routes. Research has found that those wishing to take the work-based route face a complex maze of different provision and qualifications, variable quality advice, and stigma attached to the vocational route¹². Employers, too, are confused and ill-informed about the support that is available to them in providing work-based training.
- ❑ **Level 3 Provision** - Level 3 at present is a 'Cinderella' area in relation to government incentives and funding for training. Level 3 is the point at which it is generally acknowledged that individuals reap additional wage benefits from training, their employers a return on training investment and the economy, greater productivity¹³. Perhaps in recognition of this, currently substantial investment and subsidies are available for adults attaining their first Level 2 qualifications, but by Level 3, it is government policy in England to transfer responsibility to individuals and employers. By contrast, Wales and Scotland have explored differing interpretations for entitlements which include Level 3.

¹⁰ Local Futures Group (2003) South West Skills Analysis: a profile of Level 2 and 3 qualifications.

¹¹ Skills in England 2005 Vol 1: key messages. Learning and Skills Council, Jul 2006

¹² *Effective entry to work-based learning* - Helen Monteiro and Maria Hughes November 2004; and

Improving employer engagement in apprenticeships - Helen Monteiro and Maria Hughes November 2004

¹³ *Tuning up for training but who pays the piper?* G Hayward and S Sturdy. SKOPE Issues Paper no 7, Dec 2005

1.2 Level 3 Policy

Despite government exhortations about the importance of Level 3 skills to the economy, policy in relation to Level 3 is squeezed between policy focus on Levels 2 and 4. There is also a particular issue with the implications of the 50% target for HE participation, as Level 3 becomes essentially a stepping stone to HE.

The current policy response is a mix of inducements, exhortation and capacity building. Overall there is scant evidence of substantial successes in relation to Level 3. Current policies to increase the number of people in the workforce with Level 3 qualifications face a range of longstanding issues:

- ❑ Level 3 policy objectives are squeezed between a focus on increasing the numbers of entrants to HE and a concentration of funds for basic skills and Level 2 qualifications;
- ❑ A persistence of the higher status accorded to academic routes to higher levels of education over vocational options;
- ❑ A reliance on voluntarism to achieve policy objectives;
- ❑ Reluctance on the part of employers to pay for, and of individuals in the workforce to take up, Level 3 qualifications;
- ❑ The problem of 'deadweight' when funding training;
- ❑ Extensive sectoral variation in demand for Level 3 qualified workers;
- ❑ There is currently no adult Level 3 target.

1.3 Level 3: Demand and Supply

In terms of current demand, the need for Level 3 skills is focused in a number of sectors, as identified by this review. It will be critical for partners to come together to determine solutions to these needs. However, the issues go wider and also concern the nature and scope of government policy in this area.

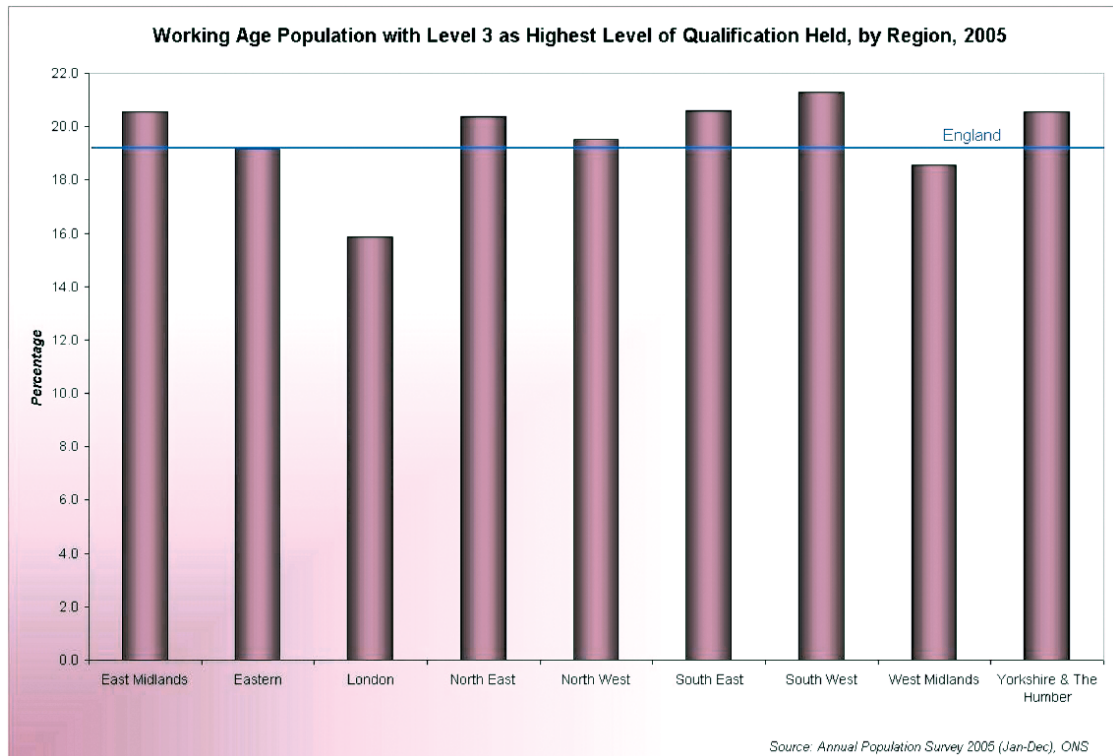
There is not universal agreement that there is a demand for increasing numbers of workers to possess Level 3 skills, with some prominent academic commentators questioning the extent of the future demand for Level 3 skills. Nevertheless, according to the *Leitch Interim Report*¹⁴, over the period to 2020, it is anticipated that demand for what it defines as 'intermediate occupations' is likely to remain significant as older workers retire, even if these jobs will account for a declining share of employment. By 2014, projections carried out for *SSDA Working Futures* research assumes that at least two-thirds of jobs will call for a minimum of intermediate level skills at Level 3 or above¹⁵.

Based on these figures, clearly Level 3 is destined to make a continuing sizable contribution to regional productivity for some time to come. The challenge is how to develop the most appropriate mechanisms to guarantee a match of supply to potential demand for Level 3 training.

¹⁴ Leitch Review of Skills. Skills in the UK: the long term challenge. Interim report. HM Treasury, Dec 2005

¹⁵ *Working Futures 2004-2014: National report*, R Wilson, K Homenidou and A Dickerson. Sector Skills Development Agency, Feb 2006

At 16%, the South West has a proportion of the adult population skilled to Level 3 which is higher than the national average (14%). In fact, the adult population of the region is generally better qualified than the national average, with greater proportions qualified from Level 1 through to Level 4+ and fewer people without qualifications (11% in the region compared to 16% nationally).



On the supply side, the UK population’s stock of skills, as measured by qualifications held, has been improving. There have been increases in the proportion of the working age population holding higher-level qualifications (Level 4 or above) and decreases in the proportion with no qualifications or very low levels of qualification (below Level 2). However, there has been relatively little movement in the proportions with qualifications at Levels 2 and 3¹⁶.

Much of the improvement over the last decade has been brought about by relatively rapid improvements in the qualifications held by young people flowing into the working age population, and older, less well-qualified, people retiring.

1.4 Sectoral Analysis

In order to provide additional qualitative analysis in support of this review, SLIM has undertaken a detailed analysis of Sector Skills Agreements (SSAs) and, where they do not yet exist, Skills Assessment of SSCs¹⁷. These documents set out the degree to which Level 3 skills are in demand and are being supplied. Information from this analysis is set out below.

The *Sector Analysis* emphasises the importance of improving the supply of Level 3 skills and driving demand for Level 3 provision. This tends to be viewed as a single dynamic by SSCs. That said, there are some sectors, such as Financial Services and Lifelong Learning where the skills need is more evident and there is less concern about driving demand.

¹⁶ Leitch *ibid*

¹⁷ Review of Skills, Enterprise and Employment in the South West 2007: Sector Analysis

Overall, two concerns tend to dominate in terms of SSC concerns: a need to keep up with changes in technology and business processes; and changes in job roles being driven by new organisational requirements and, in the public sector, policy change. Concerns also exist in highly-skilled sectors such as Cogent about employee turnover, and the need to retain staff with Level 3 qualifications as many employees face retirement.

SEMTA are clear that although a variety of skills gaps exist in the sector it is technical and practical engineering skills at Level 3 and Level 4 that are most lacking. For Automotiveskills the rapid pace of change in vehicle technology is driving a need for more advanced skills. Advances in medical technology are changing skills requirements in health. Skillset similarly are concerned about the ability of large numbers of freelancers and self-employed staff, who have difficulty finding out about and paying for training, to keep up with rapid technological development in the industry.

It is not just advances in technology and processes that are driving the increasing need for Level 3 skills. Changes in consumer demands and expectations have a major role. Improve identify a trend towards increasing employment and increased skills levels for both food scientists, technologists, engineers and electricians and the traditional 'crafts' such as cheese-makers, craft bakers and butchers. For Skills for Health workforce transformation is driven by both the need to respond to a better informed and more demanding public but also health policy around patient choice, public health, elimination of waiting and changing financial regimes. This is driving the creation of new roles and a need to multi task. Simply keeping up with changes in legislation, organisational remits and the growing need for partnership working is changing roles within occupations covered by Skills for Justice and Skills for Care and Development. The Cogent sector faces challenges from the increased focus on improving environmental stewardship with staff required to learn significant new technologies and processes to decrease carbon footprints.

The emphasis on growing skills needs but also on rapid change points not just to a need for initial training increasingly to Level 3 but also the need for ongoing CPD opportunities.

2. ISSUES AND RECOMMENDATIONS

This section sets out the issues and recommendations which have emerged from the Review.

2.1. Priority Sectors

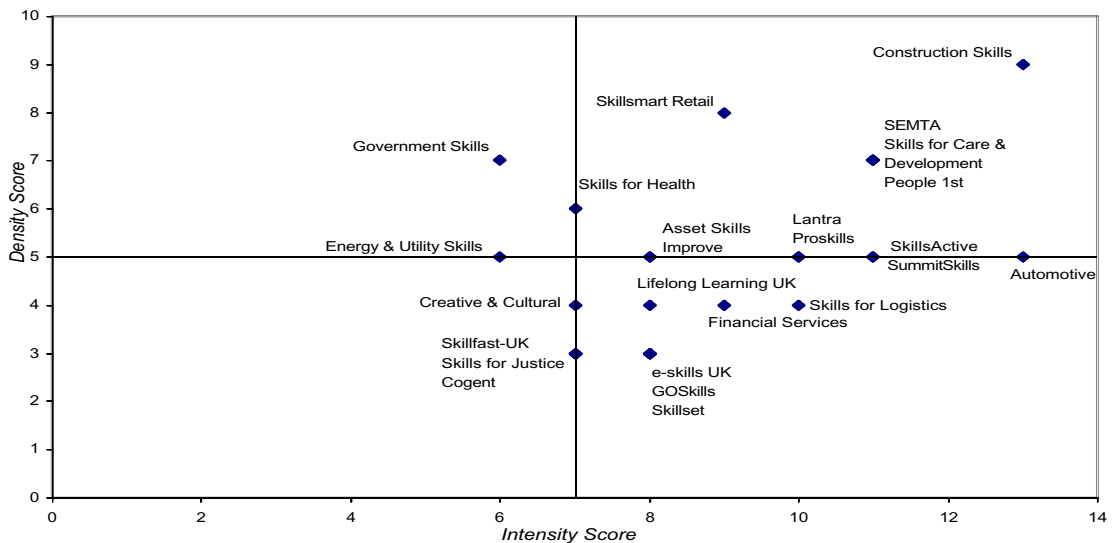
Issues

This Review has highlighted a number of sectors which face the greatest need in relation to Level 3 skills. For the RSP, differentiating between internal institutional responsibilities for CPD, for example within Skills for Justice and Skills for Health, and clear areas of market failure in priority sector Level 3 provision is crucial.

Using information from the NESS Survey 2005¹⁸ and information contained within the Sector Balance Sheet¹⁹, SLIM has developed a model to highlight priority sectors for Level 3 skills. The model includes the aggregation of the following indicators:

<input type="checkbox"/> Hard-to-fill vacancies	<input type="checkbox"/> Level 3 skills – scale and intensity
<input type="checkbox"/> Existing skills gaps	<input type="checkbox"/> Regional Employment Location Quotient (ILQ)
<input type="checkbox"/> Propensity to train	<input type="checkbox"/> Sectoral Employment

Level 3 Priority Sector Model – Intensity & Density Scores



Source: SLIM, Sector Balance Sheet

¹⁸ BMG, *The National Employer Skills Survey 2005: For the South West of England*, SLIM 2006

¹⁹ The Sector Balance Sheet, is a key regional resource of labour market data at an industry level. The data is presented in a series of spreadsheets for each major SIC industry breakdown (agriculture, forestry and mining through to health and care and other services), SSC and SWRDA priority sector, covering at a regional level variable sections such as economy, employment, demographics, business and enterprise, skills supply, current and future demand for skills. <http://www.swslim.org.uk/balancesheet/index.asp>

The resulting model generates a sector score based on the intensity and density of Level 3 issues at the sectoral level in the region. Sectors appearing in the top right hand quadrant face the greatest challenge in relation to Level 3 skills and this might form the basis of a dialogue in relation to Level 3 priority setting.

Regional Priority Sectors for Level 3

Construction
SEMTA
Skillsmart Retail
Skills for care and development
People First

Recommendation

- ❑ The RSP should task the Sector Operations Group (SOG) with the development of a plan to improve provision in the skilled trades in sectors that have been identified as priorities. This should form the basis of an agreed programme of action by the RSP, the Skills for Business Network and their key partners, including agency spend and development activities. There is significant potential for the SOG to become the linchpin linking industry and those involved in information, advice and guidance.

2.2 Level 3 Target

Issues

It is significant that there is no specific adult target in relation to Level 3 skills. The PSA target which does exist is to: "Increase the proportion of young people who achieve level 3", which lacks the specificity of many related PSA targets.

A Level 3 target by age 19, let alone age 25, might signal that achievement of all Level 3 qualifications is important and go some way towards balancing the status of A' levels with vocational qualifications and advanced apprenticeships. This would require some tough decisions to be made on public spending.

Recommendation

- ❑ That the RSP lobby the Government for the inclusion of a Level 3 target, in advance of the CSR.

2.3 Vocational Level 3

Issues

A major challenge for the UK is that most people qualified to Level 3 gain these qualifications by the time that they are 19; there is very little Level 3 achievement beyond that age.

Improving Level 3 attainment beyond 19 is critical. However, in terms of the scale of the issue, raising the stock of Level 3 skills may best be achieved by improving achievement by age 19, through both the vocational and academic routes.

The *Nuffield Review* has argued for 'strongly vocational' programmes, including a revision of apprenticeships at Level 3, with emphasis on occupational competence and greater incentives for employers to provide good Work Based Learning (WBL) opportunities.

More needs to be done to improve the image of vocational qualifications and the understanding of young people and their parents about the options (see IAG below).

Recommendation

- ❑ The RSP should consider taking the lead on a press and PR campaign in the region aimed at raising awareness of the vocational route.

2.4 Licence to operate

Issues

One issue that is strongly connected with Level 3, particularly in relation to skilled trades, is that of a Licence to Operate. In the interests of safety and service quality, there is a need for competency benchmarks, such as operator's licences and competency assessments, to be applied throughout the skilled trades sector. Enhanced licensing of the skilled trades may also provide an incentive to train in the same way that legislative requirements have in the care sector.

Recommendation

- ❑ The RSP, through discussions with the relevant SSCs in the region, should ascertain support for the introduction of a Licence to Operate and on this basis, raise the issue with government.

2.5 Level 3 provision

Issues

Level 3 at present is a 'Cinderella' area in relation to government incentives and funding for training. Currently substantial investment and subsidies are available for adults attaining their first Level 2 qualifications. However, Level 3 provision is less well supported, with contributions expected from employers and individuals.

LSC, colleges and training providers have traditionally looked to other sources of funding to help support Level 3 provision. Given this, the region should look at ways to harness ESF and RDA funds for Level 3 provision aimed at meeting the needs of priority sectors.

More flexible training opportunities are also required to meet employer needs and full qualifications are not always desired by employers. There should be greater scope to mix and match according to employer needs, without diminution of funding.

There is a wide variety of practice in relation to delivery of Level 3 provision across the college network. Yet the scale of Level 3 provision, including that funded by individuals and business, is not fully understood. It is also important to share best practice in funding and developing such provision, particularly in relation to harnessing business and individuals' investment.

Employers need to be further involved in Level 3 development so that supply meets demand. Again there is a range of practice across the provider network and best practice needs to be harnessed. Train to Gain may provide further opportunities for this.

Recommendations

- ❑ That the RSP map Level 3 provision taking place and the extent to which business and individual funding is making a substantial contribution.
- ❑ That the RSP, working with the Association of Colleges and other provider networks, seeks to share best practice in the funding and delivery of Level 3 provision.
- ❑ That the LSC maps the extent to which Train to Gain is resulting in additional demand for Level 3 provision.
- ❑ To ensure that Level 3 skills in skills shortage areas are supported through ESF.

2.6 Gender issues

Issues

There is a significant gender gap in terms of the possession of Level 3 skills, with fewer women than men possessing them. Looking at Trade Apprenticeships, of which some are at Level 3, the gender differential is even greater, with 82 per cent held by men.

Recommendation

- ❑ Partners should support measures aimed at improving the gender imbalance, particularly in relation to Trade Apprenticeships.

2.7 Information, Advice and Guidance (IAG)

Issues

It is critical that careers advisers and others involved in formal and informal IAG have a better understanding of the occupations that require Level 3 skills, trends in demand and the types of qualification and provision that are available.

Streamlined and better co-ordinated thinking and planning focused on improved, holistic careers guidance for the 16 plus to undergraduate age group is critical. So too is more careers guidance for workers aged over 25 years.

An on-line, publicly-accessible database of progression networks containing links to local education providers acting as a skills-based map has been piloted on a regional basis and proved very successful and valuable. It was suggested that labour market intelligence data could be presented alongside this database, which could be expanded to national coverage and marketed to students and learners through the media as well as schools and colleges.

A more holistic approach to careers advice, looking at labour markets and the economy is also needed.

Recommendation

- ❑ The RSP should investigate the feasibility of an all-age IAG service in the region; including better online careers information based on labour market information and progression pathways.

2.8 Pathways to Higher Education

Issues

Those with vocational qualifications at Level 3 are less likely to progress to HE than their counterparts with academic qualifications²⁰ (DfES estimates suggest at least 90 per cent of students with A' Levels progress to HE, a proportion which has remained stable over time). Only 40-50 per cent with vocational qualifications at Level 3 progress to HE, and, among these, people from higher socio-economic groups are more likely to enter HE than others.

To ensure that pathways to progress are developed and enhanced it will be essential for the LSC and HE to work closely together to ensure that vocational Level 3 students see clear pathways to HE.

Recommendation

- ❑ The RSP should work with HEFCE to respond to known gaps in HE provision identified by sectors and to develop cross-partner strategies for encouraging greater take up of key subjects such as maths and engineering. As a part of this dialogue, discussions are needed about improving knowledge of vocational Level 3 qualifications and ensuring that there are effective progression routes into the HEIs in the region.

²⁰ Ibid

2.9 Apprenticeships

Issues

Apprenticeships are a crucial method of delivering work-focused intermediate skills. Action needs to be taken to raise the take up of apprenticeship within the region, with specific initiatives aimed at SMEs and measures taken to improve completion rates. The Apprenticeship Task Force was of the view that completion rates could be improved primarily through better initial referrals.

Recommendations

- The RSP should set up a Regional Apprenticeship Task Group to oversee an integrated approach to the delivery of new apprenticeship numbers, targeted at priority sectors, and to look at measures to improve take up and completion.
- It may be necessary to consider introducing apprenticeship targets for the Train to Gain brokerage service.

2.10 14-19 Diplomas

Issues

Despite a broad welcome for the Diplomas, concerns exist that the process of 'academic drift' that occurred with both GNVQs and Advanced Vocational Certificates of Education (AVCEs) is being seen again with them. These concerns were confirmed by attendees at the SLIM Learning Theme, and in interviews with key personnel in the region's FE colleges. If this happens, they will not provide the solution that government seeks.

Recommendation

- The RSP should raise these concerns with government.

2.11 Train to Gain

Issues

Train to Gain is an important new initiative in terms of a new more demand-led approach to workforce development. The skills brokerage service contracted to Business Link is also an important element in terms of encouraging hard-to-reach employers to engage in workforce development. At present the focus of Train to Gain is on funding first Level 2s. The skills brokerage service also has targets for numbers taking up Level 2 provision.

Train to Gain will continue to increase in size in the next few years. The Leitch Review has proposed that government should route all public funding for adult vocational skills in England, apart from community learning, through Train to Gain and Learner Accounts by 2010.

Integrated brokerage services are critical to ensuring these integrated approaches take place. Train to Gain brokerage should have a focus on Level 3 and higher-level skills as well as supporting LSCs to meet the Level 2 targets. However, it is not clear the extent to which this is a reality.

Recommendations

- ❑ As Level 3 provision is not a specific target for the Train to Gain brokerage service, it will also be important to monitor the effectiveness of the Train to Gain brokerage service in encouraging employers to invest in Level 3 skills.
- ❑ The RSP should continue to ensure the proper integration of brokerage services.
- ❑ Build the capacity in the region for top-class brokerage as this could be the key to the success, not only of Train to Gain, but of the co-ordination of Level 3 policy responses in the region.

2.12 Qualifications

Issues

Employers do not always want qualifications. The National Framework of Achievement allows mixing and matching of different learning 'bits'. This needs to be reflected in funding to allow candidates to mix and match learning. Such flexibility is currently difficult as the LSC funds whole qualifications or nothing.

Recommendation

- ❑ That the RSP raise with government the need for greater flexibility to fund part qualifications and more scope to mix and match provision.



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